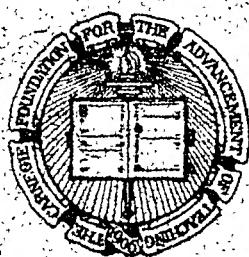


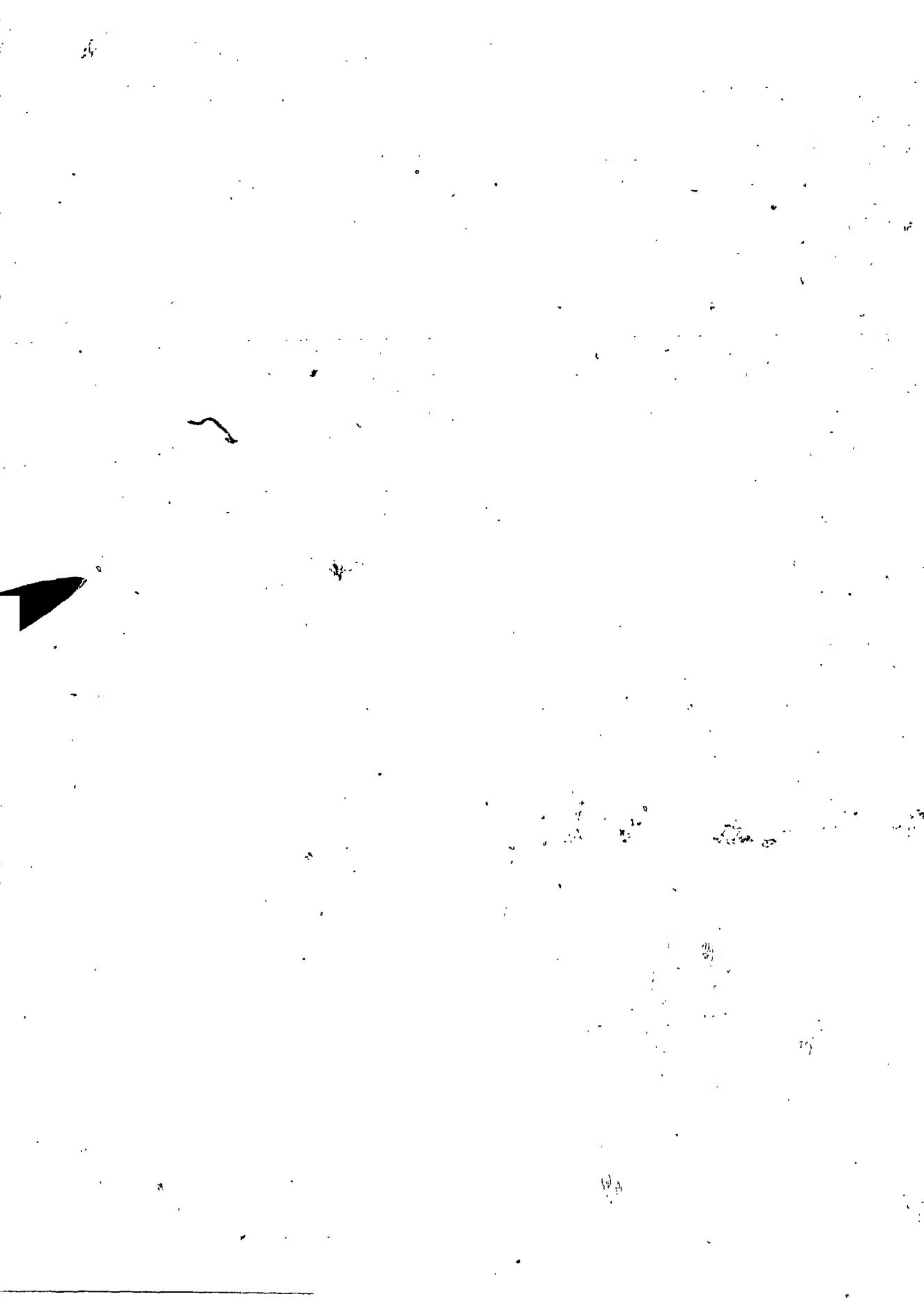
THE CARNEGIE FOUNDATION  
FOR THE ADVANCEMENT OF TEACHING

LOCAL PROVISION  
FOR HIGHER EDUCATION IN  
SASKATCHEWAN

BULLETIN NUMBER TWENTY-SEVEN



1932



# LOCAL PROVISION FOR HIGHER EDUCATION IN SASKATCHEWAN

AN ADVISORY MEMORANDUM ON UNIVERSITY POLICY PROPOSED  
AT THE REQUEST OF THE UNIVERSITY OF SASKATCHEWAN

By W. S. LEARNED

STAFF MEMBER, CARNEGIE FOUNDATION FOR THE ADVANCEMENT OF TEACHING

AND

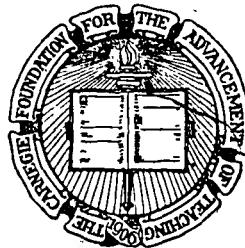
E. W. WALLACE

CHANCELLOR, VICTORIA UNIVERSITY, TORONTO

WITH A FOREWORD BY HENRY SUZZALLO

PRESIDENT OF THE FOUNDATION

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## FOREWORD

THE following brief report, prepared by Mr. Learned and Chancellor Wallace at the request of the University of Saskatchewan, appears at first to concern itself with a merely local problem. Its true significance, however, is far from local in character. An old and familiar situation is here analyzed in the light of tendencies which appear new but which have been gathering weight and momentum in both the United States and Canada for many years.

It is a fortunate coincidence that while engaged upon a major study of an appropriate policy in higher education for the western state of California, the Foundation should have the opportunity of reviewing similar conditions in the western provinces of our neighboring Dominion. In spite of somewhat differing background and traditions, there appears conclusive evidence that the same forces are working in essentially the same direction and that in some of its main features education among the English-speaking peoples of this continent is destined to respond to these common forces in somewhat similar ways.

HENRY SUZZALLO

November, 1932

**LOCAL PROVISION FOR  
HIGHER EDUCATION IN SASKATCHEWAN**

## INTRODUCTION

**I**N February, 1932, the Carnegie Foundation for the Advancement of Teaching received from the University of Saskatchewan a request that it undertake in behalf of the University a review of the situation arising as the result of a proposal from an affiliated junior college located at Regina. The request was made by a Joint Committee of the Senate, Governors, and University Council to which the matter had been referred. The proposal was to the effect that the junior college, known as Regina College, be permitted to add to its curriculum a general course in the humanities extending through the junior and senior years and that the University give university examinations and grant university degrees for such work.

In reply to the University's request the Carnegie Foundation made it clear that it was not at the moment in a position to conduct a formal inquiry, but suggested that one of its representatives might undertake to visit the Province and prepare an advisory report in which Canadian opinion would be carefully studied and formulated in conjunction with the best judgment available from its own staff. To this the University agreed. Doctor W. S. Learned of the Foundation staff was duly delegated and invited Chancellor E. W. Wallace of Victoria University, Toronto, to accompany him to Regina and Saskatoon where they together spent the week of February 28th. While no formal hearings were held, every important aspect of the question was carefully gone into, and the opinions of parties interested in all phases of the problem were presented and discussed.

Inasmuch as the issue raised by Regina College is one that is likely to recur in any of the four western provinces of Canada, it was thought desirable that each province should be visited briefly before a statement with regard to Saskatchewan was formulated. These visits proved highly instructive, and the impressions so gained have entered at many points into the conclusions stated below.

The report which follows was drafted by the Foundation's representative after collaboration with Chancellor Wallace. It has been critically examined and approved by Sir Robert Falconer, of the University of Toronto, and by Doctor George W. Locke, Director of the Toronto Public Library, both of whom were personally familiar with the general situation.

Before proceeding to review the facts and to set forth the conclusions arrived at, the Commissioners desire to express their warm appreciation of the manner and spirit with which they were received. Although opinions were often sharply divergent, and feelings were apparently acute at times, the attitude of every participant in the conferences was one of evident sincerity and desire for the correct answer even at a personal sacrifice. Under such conditions educational inquiry may perform a useful service.

# I

## THE SOCIAL AND EDUCATIONAL BACKGROUND

FOR an intelligent appreciation of the problem dealt with in the following memorandum a brief description of the geographical, social, and educational setting is indispensable.

### THE PROVINCE OF SASKATCHEWAN

Saskatchewan, the leading agricultural member of the western group of Canadian commonwealths, forms an enormous rectangle extending north from the international boundary of Montana and North Dakota almost to the limits of comfortable human habitation. In area it is larger than the British Isles, Italy, and Switzerland combined, and in 1931 had a total population of 921,000, giving a density of 3.7 as compared with nearly 24 in Nova Scotia. In 1926, one-half of the population was of British origin; German (about 96,000), Scandinavian, Ukrainian, French, and Russian groups came next in the order named.

Approximately eighty-eight percent of the total net annual production of Saskatchewan is obtained (1928) from farming, which constitutes about thirty-six per cent of the total net production of the Dominion as a whole. The population is well scattered. Regina, the capital, has 53,000; Saskatoon, the site of the University, 43,000; and Moose Jaw, near Regina, 21,000. Only one of the five other cities (Prince Albert, 9,000) has more than 6,000 persons; the twenty-four towns listed in the Canadian Almanac for 1932 average 1,540 each. Railroads give adequate service to all the settled parts of the Province.

### THE PROVINCIAL UNIVERSITY

The district now known as Saskatchewan was given provincial status in 1905, and provision for a provincial university followed almost immediately. The way had been paved shortly before in the ~~usage~~ of the Northwest Territories University Ordinance of 1903, wherein was recognized not only the financial obligation of the state for education in all its phases, but also the essentially newer conception of the state's direct control of the enterprise and its exclusive authority over all formal recognition of educational achievement in the shape of diplomas and degrees.

This latter point of view appears to represent the characteristic contribution of Canadian democracy to the development of educational policy. A long, and frequently painful, struggle with various forms of social control of education, both in Canada and in the United States, has culminated nowhere more definitely than in the clean-cut determination of these western provinces to educate their people, to support and supervise the process themselves, and to mark the result with an exclusive testimonial to its quality.

What was, in 1903, and later in 1907 when the University of Saskatchewan was

established, a relatively new conception of the state's function, has since grown solidly in favor and to-day commands an acquiescence that in these provinces, at least, is very general. For small populations it possesses so many and so great advantages that there is little reason to doubt that it will control the policy of the western provinces for many years to come. Such expressions of disinterested opinion as were secured in the course of the present inquiry revealed no divergence on that score.

#### THE PRINCIPLE OF AFFILIATION

The University Act of 1907 provides that

no other university having corporate powers capable of being exercised within the province or any portion thereof shall be known by the same name nor shall any such other university have power to grant degrees except in theology.

The Act recognizes the implications of the status thus conferred by empowering the University Senate

to provide for the affiliation with the university of any college established in his Majesty's dominions for the promotion of art or science or for instruction in law, medicine, engineering, agriculture or any other useful branch of learning.

Not unrelated to this provision is the authority previously given not only "to grant degrees" but "to provide for the granting" of them. Normal schools, collegiate institutes and high schools, and professional societies are also "affiliated" but evidently in a different sense.

The status of "affiliation" is one that has long been recognized among the higher institutions of Canada and the other British Dominions. As in Manitoba, it usually implies representation in the Senate of the affiliating body, participation in examination procedure, and recognition of part or all of the academic work done in the affiliated institution for credit toward the degrees of the central organization. It differs from "federation," as at Toronto, in that the staffs of the affiliated institutions are bodies separate and independent from the central university. The term is a loose one at best, and may be used to describe arrangements in which the emphases are quite different.

It is clear that in Saskatchewan the "affiliation" of professional societies, collegiate institutes, and normal schools has been encouraged with a view to a general educational coördination and solidarity of interest. Aside from two theological schools, the University has not, as yet, affiliated collegiate units of full academic standing. Nevertheless, a beginning in the process of educational decentralization must naturally follow the increase of population and the growing demand for local institutions to serve as centers for the cultural aspirations of every considerable community. This tendency was recognized in 1925 when four "junior colleges" in Saskatchewan were accepted as the accredited representatives of the University; these were followed by a fifth in 1927, and by two more in 1929.

## THE JUNIOR COLLEGE

Of the seven junior colleges recognized by the University of Saskatchewan in 1925-29, six were centers, either in fact or in origin, of schooling conducted by various religious denominations, while one (Moose Jaw) was an expanded collegiate institute supported by taxation.

In a sense, true academic affiliation begins in Saskatchewan, as elsewhere in Canada, with the collegiate institute. The twelfth, or final, grade in these urban schools is, or may be, if properly planned, the equivalent of the first year at the University. The University, however, continues to provide this instruction for the sake of rural students who have no access to it elsewhere. Pupils at the institutes who are destined for college, take during the final year the program of subjects stipulated by the University, and after passing the Departmental examinations enter the University by "senior" matriculation ready for the sophomore year. A collegiate institute is thus but one year short of junior-college status. The three such schools in Regina, for example, could become junior colleges by very moderate extension of their staffs, and their failure to do this results in many a local student taking his four-year college course at three different institutions: a local institute, a local junior college, and a distant university, the first and last being tax-supported schools while the second is a private school of a quite different sort.

According to the Statutes of the University Senate, work done in recognized junior colleges is credited

for not more than the first two of the four years of the course leading to a degree in Arts or Science, provided the work done is deemed by the University equivalent in quality to the requirements for the first two years for that degree, and further provided that the examinations are conducted by examiners appointed or accepted by the University.

*The theory of "equivalent" work.* The demonstration of this "equivalence" cited in the Statutes is a somewhat delicate matter. Students expecting to benefit by the arrangement are enrolled as university students by a University officer who visits the junior college for the purpose. After the students are admitted the subjects to be selected are, with certain options, indicated by the University, but beyond that, until the examination is reached, the influence of the University seems almost to disappear after the initial "inspection" whereby the arrangement is set up. The institution at Saskatoon exercises no formal supervision or approval over the appointment of the teachers; it does not profess to determine their salaries, their academic qualifications, their hours of service, or their security of tenure, all of which may fundamentally affect the quality of their instruction. Equipment in the form of library and laboratory facilities appears to have undergone extremely liberal scrutiny.

The result of this policy is to throw nearly the whole burden of the evaluation of a student's achievement on the examinations. These are not general, comprehensive

tests that might enable the University to prove the quality and power of the student's whole mind and his fitness for advanced study. In theory they are the same as those given to corresponding classes in each subject at the University at the end of each term. That is, an examination planned and conducted by University instructors as *internal* for the students at the University serves as an *external* test of candidates in the junior colleges.

The results of this practice might readily be anticipated. In the interests of students working solely for a term examination, the examiner is begged by the instructor to define the exact scope of the examination and especially to assign a *textbook* that contains the material. This concession then brings about a subtle but significant change in the ensuing test. Wherever, at the University, large facilities in libraries, laboratories, and demonstration material have made it possible to introduce into the examination collateral matter with which the course has been enriched, at these points alternative questions drawn from the textbook are substituted in the version required of the junior colleges. Thus the junior-college teachers, whether capable or otherwise, tend to be more and more closely bound to a text and to a *memoriter* cramming process that greatly hampers their educational effectiveness. It is believed that changes at this point in the direction of greater freedom and responsibility for the teacher would result in a substantially superior education in the student.<sup>1</sup>

One effect of the present system on the college is to encourage carelessness of the finer conditions under which it ought to operate. It takes the position that so long as its students "deliver the goods" in these simplified and mechanized term examinations, the University has no right to go back of them, an attitude which makes it correspondingly difficult to bring home the intangible aspects of university standards which are chiefly responsible for their quality, as distinguished from their mere amount. Thus it is quite possible for an institution, provided it has fairly good student material that is likely to succeed under any conditions, to "deliver" this sort of "goods" in spite of a poorly qualified staff, operating with meager equipment on excessive programs, and changing frequently because of low salaries and uncertain tenure.

*Relation of the University and the junior college not clear.* This whole procedure is evidently the outgrowth of a confused aim and theory as to the nature of a junior college and its relation to the University. Beginning with a sharp and unnatural break at the beginning of the twelfth grade, the college is now expected to duplicate, bit by bit, a part of what goes on in the University. That institution is itself seeking to accomplish in succession two dissimilar things: it is endeavoring, in the first place, to complete the student's general secondary education and thereafter, in the second place, it is undertaking to introduce him to university study. These two things it

<sup>1</sup> At Victoria College, in affiliation with the University of British Columbia, the teachers read and mark all examination papers and themselves set about half of them. Some teachers took the University examinations in preference to their own "because we discovered that ours were getting too hard." The effect of this freedom on the staff is said to be excellent. The University is satisfied so long as the students whom it receives are successful.

## THE SOCIAL AND EDUCATIONAL BACKGROUND

attempts, with the aid of its high traditions, to hold together as one process, without realizing that the break between them is a much more critical differentiation of individual minds than is the superficial and chiefly geographical transition involved in matriculation. The University's effort to transplant its procedure, course by course, and even text by text, to a distant and very different institution results there in an artificial scheme of aims and methods not germane to the institution as a whole. The outcome is not encouraging, and our increasing experience seems to be introducing a different idea. It is the broader, more inclusive aim, the high quality of student and teacher personnel, the general adequacy of procedure, and the power of achievement as shown comprehensively in the final product, that should govern, and not an imitative identity of detail which under remote conditions tends to choke a free and genuine intellectual life.

Conceptions as to satisfactory relations at this point are undergoing rapid change, and the developments of the immediate future can already be forecast with some confidence. In the specific issue between the University of Saskatchewan and Regina College, these developments are of such conclusive importance that in the latter part of this memorandum it is proposed to sketch briefly what the general movement seems likely to produce.

## REGINA COLLEGE

Regina College was founded in 1911. Legally it is a creature of the Province of Saskatchewan but it has no power to confer degrees. It is under the control of a board of forty-five governors, thirty of whom reside in Regina. Eleven are clergymen, chiefly in near-by Provincial towns.

*Religious affiliation.* The college was originally Methodist. At present all the governors are appointed by the General Council of the United Church of Canada. It does not appear, however, that the school is sectarian in its management. Appeal is habitually made in its behalf to local civic bodies and interests, and its local representatives on the Board of Governors emphasized its quality as a Regina enterprise. Nevertheless, during the past six years an average of seventy-seven per cent of its student body has come from the United Church. An additional five per cent from the Presbyterians not joining the United Church, and ten per cent from Anglican homes account for more than nine-tenths of the students.

*Endowment and equipment.* In material equipment the institution has important assets valued at somewhat more than \$800,000 and has but a small debt of about \$34,000. Its twenty acres, centrally located between the City of Regina and the park that skirts Lake Wascana, form a large section of the spacious and impressive educational center, containing, besides Regina College, one of the three Regina collegiate institutes, a Provincial normal school, a new technical and commercial high school, and St. Chad's College, which is an Anglican school of theology,—all operating in complete independence one of another. Across the little lake are the government buildings. The

ensemble bears admirable testimony to the culture and idealism of this relatively pioneer community.

The contribution of Regina College to this group includes a modern main building (1912) used as a boys' dormitory and recitation hall, a girls' dormitory attached to the main building (1916), a separate gymnasium (1924), and a fine new auditorium with attractive studios for music and art (1929). All are well built, are in good condition, and will be extremely serviceable for many years. The library is small—2,000 volumes—and the science laboratories are exceedingly limited. The equipment for musical instruction is excellent—much better than that in any other field. Art instruction could likewise be developed easily and probably with great success.

The endowment of the institution is one thousand dollars. Of late years its annual operating deficit has been about \$10,000, which has been made up chiefly by gifts solicited from citizens of Regina. On its academic side until recently Regina College was solely a secondary school, taking pupils from the eighth grade or earlier and carrying them through the twelfth. In 1925 another year was added, constituting, with the twelfth grade, a "junior college" recognized by the University and affiliated with it. This is the status of the institution to-day.

*Attendance.* During most of the last twelve years the attendance at Regina College has been divided between three departments. By far the largest of these is that of music and expression which in 1920 numbered 455, and ten years later, nearly 800. The general financial difficulties of subsequent years have caused some falling off, but the department has an admirable reputation and appears to fill an important need that must increase. The business department, enrolling 101 pupils in 1920, dwindled to twelve in 1929 and was discontinued thereafter. This work is now appropriately handled in the Provincial technical school near-by.

The high-school years of the academic department were the college's earliest, and long its chief, concern. The administration is disposed to regard this work as finished because of the recent rapid development of high schools throughout the Province. Nevertheless, the largest attendance during the last eleven years (121) was so recent as 1929, except only for 1923 when there was one more. The decrease during the last three years—93, 52, 39—may reflect only the financial pressure of the period. It is scarcely credible that under normal conditions a provincial community of such wealth as Saskatchewan possesses will not patronize and fill at least one first-class private boarding school advantageously located, if it is properly managed.

Since 1920 the twelfth grade has averaged an annual enrolment of fifty-one pupils, dropping from its peak of eighty-seven in 1927 to thirty-five in 1932. The "second-year arts," the recently added second year of the junior college, has reversed this movement. Beginning with thirty-six in 1926, it has increased, with but one slight break, to sixty in 1932. It is on this increase that the college founds its hopes for the future. Just what the figures signify is hard to tell. Three-quarters, or forty-five, of these students are at the college for the first time; forty are residents of Regina, many coming

from the local collegiate institute, which as yet gives no second year in arts. If they are going to the University ultimately, it is undoubtedly the present economic situation which keeps them at or near their homes during this second year. The financial strain that has wasted the other departments of the college may easily have operated to build this one up, not because it satisfied a normal educational demand, but because it afforded, in hard times, the least expensive increment toward a degree.

Some students coming from a distance are said to pay more at Regina College than it would cost them to attend the University where they expect eventually to take their diplomas. It would seem impossible to base an educational policy on such individuals. Eight only, or eighteen per cent, of the second-year class were at the college the year before, and of these but four had continued from preceding years. One looks in vain for a stable, coherent student body representing a consistent educational policy that shows signs of permanence. Compare, for example, the second-year group at the Moose Jaw collegiate institute—a class of nearly fifty students, all local residents but four, the great majority of whom have come steadily through the higher grades, thus giving opportunity for a consecutive educational program that shows excellent results in the university examinations.

All things considered, the college has reason to be alarmed over its present plight. Instead of its usual annual deficit of \$10,000, it will face an operating deficit of about \$34,000 at the end of the current year, 1931-32. The attitude of the administration, that something must be done and done immediately, is amply justified.

It is equally important, however, that what is done should not be the wrong thing. It is hardly possible that the Board of Governors would consent to embark upon an expensive and venturesome educational program merely as a last and desperate means for balancing a disturbed financial budget. If the true cause of the present situation is a permanent shift in educational emphasis, if Regina and the regions about it no longer need a strong, private residence school and junior college, but do need a branch of the University, that should first be made clear beyond a doubt. When that is proved, steps in that direction should be considered on their merits and not as a measure of rescue. But if the present difficulties of the college are due to the same general disaster that has overtaken other institutions, particularly in Saskatchewan, because of the recent bad seasons, it is reasonable to believe that general relief will bring gradual restoration, and it is time to determine whether the institution is really well-adjusted to the task that it already has in hand.

## II

### PROPOSAL OF REGINA COLLEGE FOR FULL COLLEGIATE STATUS

**I**N view of the situation outlined above, Regina College has proposed to extend its scope and to affiliate with the University of Saskatchewan.

In November, 1930, the University was asked to accept Regina College in a scheme of "federation" after the model of the University of Toronto. The chief feature of the plan was the erection at Regina by the University of a science building to be equipped, staffed, and maintained at Provincial expense, and to be utilized for science instruction by all the colleges in Regina desiring federation. The extension of the curriculum to four years and the right to University examinations and degrees were, of course, included in the proposal.

This request the Senate of the University declined on the ground that "the proposal is not in essence a scheme of federation, but rather a proposal to divide equipment, energy, and resources of the University" and "that neither the needs of the Province, nor its financial ability justify any division of the University's resources or equipment."

Nearly a year later, in October, 1931, Regina College approached the University again as follows:

"Regina College is prepared to undertake the work of the third and fourth years of the B.A. course and also Biology 1 required in the first year of the pre-medical course. We are now in a position to make the proper provision for this work without the assistance of the Government or the Provincial University. All we are asking for now is the privilege of doing this work in federation with your University, the University undertaking to carry on the examinations as is now being done for the second year work and also to confer the degree."

#### REASONS ADVANCED BY REGINA COLLEGE IN SUPPORT OF AFFILIATION AS A FOUR-YEAR INSTITUTION WITHIN THE UNIVERSITY

In behalf of its proposal Regina College urges the following considerations:

1. The loss of its secondary pupils proves that this aspect of its service is done; great advances in Provincial secondary education make it unnecessary. "This situation has impelled the Board of Governors to determine to go on with advanced work in order that the College may continue to serve the people."

2. "Had it not been for the general economic depression accentuated by the almost total failure of crops in Southern Saskatchewan we are confident that the steady increase in attendance shown since 1921 would have been maintained in the higher classes."

3. "The college authorities have been repeatedly requested to go on with the third and fourth years of the B.A. work in order that the youth of Regina and contiguous territory may have the opportunity of a college course within easy reach."

## PROPOSAL OF REGINA COLLEGE

4. "A study of the registration of the University of Saskatchewan shows that it is the young people of the Province who are fortunate enough to live in Saskatoon or vicinity who are benefitted by the University."

5. "We do not want a second university." "We feel that it would in no way impair the usefulness or the growth of the University if Regina College or any of the other colleges of the South who might so desire should undertake the third and fourth years of the B.A. work."

6. "The Board of our College has definitely decided to go on with the work of the third and fourth years. We would like to do this work in federation with the Provincial University. If, however, the Provincial University declines to give us affiliation privileges then our Board will take steps either to secure the degree-granting power, or else to arrange affiliation with some other University."

7. "We have no desire to do any work outside of the general [pass] course as laid down for the B.A. degree. We will not attempt any science in the third and fourth years but will place emphasis on the Humanities." "Further we have no ambition to develop a large institution" . . . "not more than 300 students registered in the four years."

8. "Our only endowment, aside from \$1,000.00 is the good will of our friends." "The Board is solidly behind this movement to expand our work." "With the return of business conditions we hope it will be possible to launch an appeal for an endowment."

9. A provisional budget is presented calling for a faculty of thirteen teachers to cost, with supplies and administration, \$50,500. Income from 200 students is estimated at \$25,500, leaving an annual deficit of \$25,000 to be raised among the friends of the college.

## ANSWER OF THE UNIVERSITY TO THE PROPOSAL OF REGINA COLLEGE

The following statements, quoted or paraphrased from letters of University officers, fairly indicate the position of the University in reply to the foregoing proposal:

1. The character of the work in the third and fourth university years is quite different from that in the first and second, which are essentially of secondary nature. The lower work is usually limited and prescribed, while the higher work is elective and offers many options for advanced and honors students. The enrolment is small in the higher classes, and the laboratories and library facilities are more extensive. The cost is therefore much higher.

2. "A college cannot confine its offerings of courses to two or three languages, to Lower Mathematics, or one or two higher courses in History or Economics or Philosophy or Biology or Chemistry or Physics. If the student is to be given a fair chance, more must be offered and the quality must be high. The Honour or Special Courses give character to the University's work in Arts or Science and offer to the student an adequate opportunity for making the most out of his life."

3. Even though you ask for no assistance from the Provincial Government at present "are we to assume that you will not come to the Province or the University for financial assistance in the near future, as soon as the magnitude of your undertaking is realized?"

Neither the Province nor the University can afford a relationship that threatens the income due to higher education. When Regina College made its first request the Province had already been "forced to abandon the erection of a much-needed arts building and to reduce the annual grants, thus making it impossible to give junior members of the staff the statutory increases in salaries. Since then the annual grant was reduced by \$67,000 and a levy of \$30,000 on salaries was made in 1931-32 and for 1932-33 the income provided by Saskatchewan for the University has been reduced \$140,000 (about twenty per cent from that authorized but not received) for 1931-32. And no amount was voted for Capital Expenditure."

4. "At least one-half, or probably more, of those who give Saskatoon as their place of residence during their attendance at graduate courses are in reality only temporary residents." This is true also of about forty per cent of the student body as a whole.

A considerable number of students go each year from Saskatchewan to universities in other provinces or states. In the *Report of the Survey on Education in Canada* for 1930 these number 625. How many of these come from Regina does not appear.

### III

#### MERITS OF THE CASE AS VIEWED BY THE COMMISSION

After rendering an excellent and needed service, Regina College has fallen upon evil days in common with a vast number of other educational institutions similarly lacking in basic financial background and resources. The work that the college is equipped to do commands but a small market at the present moment. The Commission is not convinced, however, that the college's existing field of operations is not still the most promising of any for its development during some years to come. It is by no means solely a question of the future of a given institution; indeed, it is primarily a question of the educational welfare of the City of Regina and of its neighboring communities. Inasmuch as the Commission's views on this point were repeatedly requested at Regina, a suggestion will be ventured later on as to how the college's difficult problem should, if possible, be solved.

The immediate question is whether the proposal of Regina College to add two years of general work in a limited number of subjects leading to a bachelor's degree in arts in affiliation with the University, is wise and desirable from the point of view of the Province's policy in higher education, or whether it should be deferred or declined.

For it is probable that more is involved here than merely the desire of a college to extend its work. It appears that a decision either for or against the plan may involve the Province in an abrupt reversal of a fundamental educational policy that it inherited from territorial days and has asserted with great force on every convenient occasion throughout the entire quarter century of its existence. Furthermore, the Province of Saskatchewan has held to this policy in common with its three western neighbors, all of which are confronted by essentially the same problem. Its action in this case, and its grounds therefor, must surely exert a wide influence outside of its own boundaries.

#### DESTRABILITY OF A SINGLE DEGREE-GRANTING AUTHORITY

The Commission holds the view that, under the existing conditions, the concentration in one responsible, state-controlled institution of the authority within the Province to grant and evaluate educational degrees is sound and should be perpetuated. That this idea is still an issue in the Province is shown by the expressed intention of Regina College, in event of the University's refusal to accept its plan, to seek independent degree-granting privileges. And it is probable that the issue will arise repeatedly in the future whenever a separate institution feels itself to be in a favorable position to press it, or whenever a careless or too conservative university may abuse its monopoly.

The idea itself, experimental at the outset, has won powerful support, both locally in the provinces that adopted it and abroad, except where special interests have sought to upset it on non-educational grounds. It is the first effective recognition in America

of the fact that educational degrees, which in most cases measure the professional fitness of those who, directly or indirectly, are to be servants of the public, should possess standards of value as trustworthy as the coinage of the realm. It makes clear that all educational institutions, whether supported privately or from taxation, possess definite responsibilities to the public and should be accountable to suitable public agencies for the proper administration of their trusts. Conditions may arise in the future that will make a modification of this policy necessary; at present the informed opinion of the western provinces seems to be for it, while that of eastern Canada recognizes its advantages but must procure them, if at all, by slow changes in an older system.

#### Two Views of Affiliation

If it be granted that in Saskatchewan the University should award all degrees after validating them with suitable examinations, it remains a question to what extent the examining body should go behind the examinations and hold itself responsible for the conditions under which students are prepared. The University of Saskatchewan takes this duty seriously on the theory that in granting its degree it places its imprint not merely on success in examinations but on the character of the whole intellectual environment in which the work was done. This, it holds, must be at least as favorable as that provided at the University itself or the degree is misleading. It is intelligible that the University should be more exacting in standards applied at this point than in the simpler, secondary work of junior-college years.

With this attitude the Commission is in accord, believing it to represent the spirit of the policy whereby the University was made the sole custodian, within the Province, of the function of higher education. It is understood, of course, that a certain type of "affiliation" proceeds on a different theory. According to this interpretation of the term a university depends altogether on the examination and virtually invites all comers to present whatever they desire; it refrains from further inspection or control. Although this type of affiliation commonly operates between institutions that are physically near together, it would adapt itself as readily, even at a distance, to a college proposing to offer a pass course only in a few inexpensive subjects for the sake of the degree which could thus be localized.

#### THE BREADTH AND QUALITY OF EDUCATIONAL OPPORTUNITY

It is to this interpretation and its implications that the University of Saskatchewan, as the responsible guardian of higher education in the Province, offers one of its chief objections and apparently with reason. The college here in question assumes that an educational institution to-day can "begin small and work up" as did Victoria College at Cobourg ninety years ago, without realizing that the situation has wholly changed, and that every considerable city to-day supports by taxation educational institutions that, with far better equipment, do most if not all the intellectual work done by the colleges of that day, while higher education, in comparison with the simple

thing it was when Victoria began, has become greatly diversified and very expensive.

The community that Regina College proposes to serve is discriminating and highly educated, chiefly in eastern institutions. There is little point in establishing here a pass course in a few subjects simply for the sake of offering a degree, when the only appropriate education for an individual is a training carefully adjusted to varied modern needs and one that will best fit him for his own peculiar future. The pressure of a school anxious for students combined with the cheapness of a degree to be obtained at home works injustice to many students by forcing them into courses that are limited or ill-suited to them. The western United States is full of normal schools that have grown into colleges by offering degrees to local students based on pedagogical courses that were for many of them a sheer waste of time. So here, a student who might need an honors course in science would be forced to content himself with a pass major in French.

The justification of the junior college as it exists at present is not that it is the humble beginning of a higher institution that may some day develop. Its right to live lies in the fact that, so far as it goes, it presents most of the opportunities required to meet the needs of many types of mind. It is sound because it is comprehensive horizontally up to a definite level. When the student ceases to get the thing he needs in satisfactory form but stays on because the school needs him, a true educational purpose is no longer served; the school has gone too far.

Keeping faith with the youthful generation consists not least in giving them expert, disinterested advice, and pointing them to the best there is for them. Genuine advanced students should be given the opportunities of the honors courses and the wide range of subjects that the Province has, at great sacrifice, already provided for just this purpose. Those who are not genuine students but who now desire to attend a higher institution for social or other reasons can often profit largely by a good general education. This should be provided in a modern junior college.

As will be pointed out more fully later, the university of the immediate future, relieved of the junior-college years and of the heavy burden of students who were never a legitimate part of its intellectual family, will have a character different from that commonly associated with the two upper years of the college degree course as it exists to-day. In respect to aims, age levels, and organization, it seems likely to fall almost exactly into the relation of the universities of Oxford and Cambridge to the English public schools below them. The three years of study, counting the present honors year or the master's year, will more and more present themselves as a unit of professional or liberal culture not lightly to be entered upon by the student or to be undertaken casually by any community as a local convenience. It is quality of opportunity that counts here above all else, and when quality may be had in high degree at the distance of a short night's ride, it is certainly unwise for a population of 50,000 to begin duplicating an establishment which they have already taxed themselves heavily to create.

## MERITS OF THE CASE AS VIEWED BY THE COMMISSION

### FINANCIAL RESPONSIBILITIES OF A NEW COLLEGE

The financial aspect of the problem here at issue is of interest only because it directly conditions the quality of the Province's offering and opportunity in higher education. When a new college is started to-day it confronts, not the task of beginning where a college began fifty years ago, but the obligation of justifying its existence by offering at the outset opportunities as good or better than those already available. A good example is that of Bennington College in Vermont where a period of nine years since the college was first announced has been spent in gathering endowment, erecting buildings, assembling a staff, and working out specific plans in order that the first group of students to enter in 1932 might enjoy the full benefits of opportunities obtainable nowhere else. That is, the college has been built around and for the sake of an educational idea.

In the proposal here being considered it is planned, without endowments or any assured source of income whatever, and in the midst of the worst financial crisis of recent history, to embark immediately on the most expensive end of a college education in the hope that, by offering a degree, enough students may be gathered to rescue the institution from threatened disaster. In the judgment of the Commission this is indefensible. If, with a solid substructure of endowment, faculty, and continuous student body, *additional* funds had been provided in such amount as to insure a permanent program of genuine and varied education, the opinion of the Commission might have been very different. But this would have involved an endowment for advanced work of not less than a million dollars as an adequate guarantee that a substantial educational purpose could be realized.

### THE DIVISION OF PROVINCIAL FUNDS FOR HIGHER EDUCATION

It happens, rather oddly, that higher education in Saskatchewan would run serious risks not only in case of too meager funds for its proper support at Regina, but also, and perhaps with greater likelihood, in case funds there should be too ample. This latter event could scarcely occur were the entire future support to be secured from private sources. A private institution, well managed in coöperation with the University, and adequately endowed, could be nothing but an asset.

But a very different situation might result. Were the University to give its sanction to the present plan, it would certainly open the road to complete affiliation of the same sort in all departments that the college might desire. Any interpretation short of this would be out of keeping with the dignity of a coöperating institution with membership in the University Senate. The present proposal emphasizes at every point its modest intentions: the college wishes simply to give the general course; it will confine itself to certain of the humanities; it will remain small (300); its interest is in providing education for those who cannot afford to leave home; it will remain a church college; it will never go to the legislature, and so forth. However honestly

such intentions may be held, and however sincerely they may now be put forward, it is obvious that they must be disregarded; promises of this sort can never bind the future. Any institution with the degree-granting privilege, even though it be indirect, will become just what its friends and supporters can be induced to make it.

Once set upon this road, the poverty of the college's offerings and resources in comparison with the expense and magnitude of its true task would at once be evident. The phrases used to-day "There is an insistent demand," "The Board has been repeatedly requested"—easy phrases which may or may not be significant—would recur, and one by one new departments would be added, financed doubtless much as at present. The college has existed for twenty-one years and has an endowment of just one thousand dollars. It is incredible that, with the pressure of this hand-to-mouth condition constantly upon it, in a community of educated and sympathetic people—the capital of the Province, with constant access to important sources of political influence—the proposal for Provincial aid should not eventually be raised and ultimately be carried. Already, in its first application to the University, the college has indicated its expectation that this would be done, and several members of the college Board of Governors who talked with the Commission could see no reason why it should not occur.

The moment this happens and the institution finds its hands in the Provincial treasury, any student of education understands that the way is wide open for all the sinister "log-rolling" that has characterized this phase of state education both in Canada and in the United States for a century back. It would be a frank return to the situation over which the western provinces triumphed in their determination to centralize their subsidies for higher education under one control and to hold that control responsible. Naturally, the University with much of its equipment still lacking—not even its main arts building as yet erected—and salaries reduced, looks with alarm on any step in this direction. It would be inevitable that the quality of its work should suffer with the division of funds that are limited at best.

Should the City of Regina, then, forego the possession of an institution for higher education? In so far as Provincial support or aid is concerned the answer is: Most assuredly; the integrity of the principle that the Province has adopted as best suited to its present conditions demands that price. And Regina in its own interests should expect the Provincial custodian of higher education to scrutinize minutely, not only the quality of the educational offerings based on private endowments, but the extent to which the inadequacy of such endowments may endanger the central funds. The only way for a government fully to protect higher education against its own interference is to put what money it can devote to that purpose into a separate box and give the sole key to the box into the hands of its chosen and responsible agent.

#### THE EQUALIZATION OF GEOGRAPHICAL OPPORTUNITY

The strongest and most plausible contention that is urged by Regina College in support of its request to the University Senate has to do with the apparent and, to

some extent doubtless, the actual, geographical distribution of students at the University.

Disregarding the numbers in the lower years, where the local representation would naturally be heavy, and counting only students who, during the history of the University thus far, have actually received the B.A. and B.S. degrees, we find that 429 registered as residents of Saskatoon, while only 116, or a little more than one-fourth of that number, come from Regina. Elaborate studies of the attendance at the two institutions have been made, but add little to the situation as stated above.

In explanation of this wide difference the University states that from one-third to two-fifths of those who give Saskatoon as their residence are but temporary residents there during their university course, and that among the graduate students this proportion rises to one-half or more.

If a forty per cent deduction be made on this score, the figures are still 258 to 116 or considerably more than two to one.

To this explanation must be added the fact that children of University instructors and employees who would not otherwise be in residence usually attend the University, and in a large faculty over a long period of years would constitute a very considerable resident element. The membership of the present faculty and group of employees includes 154 who are married, and as the "turnover" during twenty-five years has been constant the total number would be much larger. Thirty-six children of staff members were registered students in 1932.

A further explanation that would probably be true at Regina more frequently than elsewhere lies in the city itself. The City of Regina has been developed largely during the past two decades by residents whose connections were mainly with educational institutions in the East. While they support local education financially, sentiment leads them to send their children to the older centers, and there has been a steady stream of youth from these families to Toronto,<sup>1</sup> Queen's, McGill, and even to Manitoba, which is close by. When a parent in such a community is wavering in his decision, the very newness of the Provincial institution, the influence of friends going East, or even the traditional rivalry between the cities, turns the balance against Saskatoon.

Possibly because of these influences, the proportion of B.A. and B.S. degrees taken at the University by residents of Regina is somewhat lower than that in the smaller centers of population—with the exception of Moose Jaw. Figures for all the cities of the Province are given on the next page.

<sup>1</sup> Students from Regina to the number of thirty-seven were registered in various departments of Toronto University alone in 1932.

UNIVERSITY OF SASKATCHEWAN  
BACHELOR'S DEGREES BY CITIES OF THE PROVINCE

City	Population in 1931	No. of B.A. and B. S. degrees	Per 1,000 of population
Regina	53,000	116	2.19
Saskatoon	43,000	429	9.98
Moose Jaw	21,000	39	1.86
Prince Albert	9,900	25	2.53
Battleford and No. Battleford	7,000	18	2.53
Swift Current	5,000	13	2.60
Yorkton	5,000	18	3.60
Weyburn	5,000	15	3.00

With all deductions allowed, there is undoubtedly still some advantage in favor of the native residents of the community where the University is located. All studies of attendance at educational institutions, even the most cosmopolitan, show this same tendency. The attraction of geographical opportunity is undeniable. Its special effect, however, is not only to bring in some who are clearly university material but also to tempt those who have little definite purpose and who often lack ability. Thus, of all those who entered the University from Regina during the four years 1924-27 and began work for the B.A. or B.S. degree, only twenty-seven per cent withdrew before reaching their objectives, while at Saskatoon nearly one-half (forty-eight per cent) did not complete their work. Of Regina candidates, ten per cent left because of failure; at Saskatoon this element was nearly twice as large (nineteen per cent). To this extent, therefore, the problem is not one of duplicating for outsiders the ease of access enjoyed at Saskatoon, so much as of duplicating at Saskatoon the quality of selection that characterizes the outsiders.

A FAIR METHOD OF EQUALIZING OPPORTUNITY

This entire question of equalizing university opportunity—a question that is commonly considered solely with reference to the geography of institutions—might well be approached in a different manner. A senior college at Regina would partly repeat the situation at Saskatoon: it would favor some deserving students in Regina who cannot now leave home because of expense, it would considerably increase the proportion of those in college who should not be there, and it would do nothing whatever for the genuinely gifted student outside of that community. The deserving student in the Province as a whole is, of course, the real problem—a problem for which there is an excellent, though by no means complete, solution.

Assuming that there are approximately 15,000 boys and girls in Saskatchewan that become eighteen years of age each year, the ablest five per cent of these, or 750, probably ought to attend the University above the junior college. If the Province would set aside \$100,000 annually for four years, it would make possible a revolving loan fund on which each of one hundred students could borrow up to \$300 each year during a three-year university course. The loans should be restricted to such minds

as actually test in the upper five per cent of the school population for a given year, and the administration of the fund should not be passive but should make it its business to identify this upper five per cent and to see that, with or without loans, their education is completed.<sup>1</sup> An arrangement of this sort would insure a more nearly equal footing for the university-minded lad whether in Regina or in some northern village.

In foreign eyes the Canadian has attained his present enviable position because of his unwillingness to compromise quality, whether of material or of spiritual goods. His pioneering railroad sets down a luxurious hotel in the midst of a prairie or in a mountain pass, and it gives him courage and a sense of command. His universities, maintained often by small populations scattered over vast areas, hold to the best standards of the educational world. Their faculties from Atlantic to Pacific could be pooled in one standard and nearly homogeneous group of scholars.

It is plain that while her population remains small, Saskatchewan with fewer than a million can continue this policy only by following her present guiding principle of concentration. Should the population of the Province greatly increase, its university authority could then extend its function to other centers, just as California, a much smaller state, has been obliged to do for a population of five and a half millions, divided between two great cities nearly five hundred miles apart. The Commission is of the opinion that until such extension is necessary, Provincial funds for higher education should be expended in one place, and that no other institution for higher education should be recognized unless it is physically accessible to the University or can show that it is prepared to finance a program of standard scope and quality without threatening the University's own resources.

<sup>1</sup> The Harmon Foundation of New York has clearly revealed the careless and unbusinesslike administration of college loan funds in general, and has demonstrated in its own experience that such a plan as is here described can render not only feasible economic service but can also exert a needed beneficial influence on the character of the average student.

## IV

### A SUITABLE PROGRAM FOR REGINA COLLEGE

After the foregoing review of the proposals advanced by Regina College, it is a satisfaction to turn with confidence and enthusiasm to what the Commission considers to be the logical opportunity of the institution. Furthermore, were the college fully solvent, with endowment and with money in the bank, the suggestions proposed below would still hold good solely on educational grounds. In view of the present financial *impasse*, they seem doubly worthy of consideration.

To an outside observer the most striking feature of the educational facilities in Regina is the array of isolated and unrelated units occupying a geographical situation that would seem to have been planned from the outset for coöperation and united effort. Most of the city's institutions for secondary education are grouped in a spacious area of natural beauty that suggests a common purpose under like conditions. A skillful touch of constructive imagination would blend the group internally to the economical and harmonious operation that the buildings themselves appear to demand.

Something of the sort was evidently contemplated in the first suggestion of Regina College that the Province erect and maintain a science building in which each college that desired, and presumably the collegiate institute, were it to be extended, could share the instruction. It was apparently considered that even in cold weather the movement from building to building would furnish no obstacle, although Campion College is some distance away and Luther College is located on the opposite side of the city. Nevertheless, for Regina College, for the institute, for the technical school, for the normal school, and even for the conservatory of music so far as necessary, the plan was considered feasible.

The odd thing is that, instead of this dream of a second university, the same idea of coöordination and affiliation should not have been utilized to replace the present unorganized situation with a compact and well-knit institution built on a wise partnership of college and city instead of college and Province. That a city of fifty thousand should find itself endowed with four junior colleges, together with a group of three *near-junior* colleges that deserve to be such, perhaps, more than the others, is surely extraordinary. If these institutions could ever envisage a union in one building for science they could well unify some of their activities in arts. Whatever may ultimately result from the senior-college proposal, the University could properly demand as a preliminary that Regina put its house in order in secondary education.

With respect to instruction, the core of the group is naturally the collegiate institute. The fact that second-year work in arts is not already done there is apparently due to lack of space and to the convenient service hitherto available at Regina College. The staff is admirably trained, thoroughly experienced, and its seventeen twelfth-grade teachers receive an average of \$2,600 a year as compared with an average of \$2,100 among the eight college teachers at Regina College. Recent decreases

have cut down both amounts. With possibly two exceptions, the collegiate institute could apparently already duplicate the instruction now given at Regina College in the second college year. With security of tenure and its retirement provision the collegiate group naturally presents a superior morale. It can scarcely be long before this second year is added and city students can enjoy a completely coöordinated secondary education, as is already the case in Moose-Jaw. Both here and at Victoria in British Columbia, the full junior-college project is a tax-supported enterprise of secondary grade with teacher subsidies from the Province as for high-school teachers.

With instruction so stably qualified and organized, so competently supervised and financed, and so conveniently situated, Regina College should not attempt to compete; she should utilize it. Because of equal ability, and greater security, continuity, and financial reward, the staff of the collegiate institute is a better educational instrument than the college possesses or can easily create. Direct affiliation would place the main task of instruction on a solid footing, would eliminate the innumerable little classes now required at the college, and would release its energies for other purposes.

Besides furnishing the backbone of instruction, the collegiate institute would contribute a steady, unfailing stream of student material. It is at present the chief feeder to the college's second year in arts. Forty of the sixty second-year students are residents of Regina—an additional reason why the institute should take over and administer this instruction.

Relieved of the main burden of instruction, and assured at least of its local student supply, Regina College could enhance the resources of the new combination in several significant ways:

1. The college would contribute its plant: a good main building where all the higher classes could be conducted, thus relieving the collegiate; a gymnasium and playing fields which would be indispensable; a conservatory of music and an incipient art school in both of which work could be closely related in many courses with the academic activities.

2. The college would contribute a student residence for perhaps the four upper years of the school. In times of prosperity this would be in constant demand for academic students from abroad and even from Regina. In times like the present it could coöperate with the normal school in housing its students. The lack of such a residence center of intellectual life and cultural association under well-supervised conditions is the chief defect of day-school and day-college regimes. The residence could appropriately be brought to serve as the heart of the entire establishment in the advanced years. Here the college would retain all its old identity and would seek to realize its ideals of culture and character. Its close relation with the community through the collegiate would give it greatly broadened opportunities.

3. The college would contribute a certain amount of exceptional instruction. Dependent on the resources that it could command, the college should undertake to provide a few outstanding personalities chosen for their scholarship and skill with stu-

dents, who would be available in an advisory and tutorial capacity especially for the abler minds. These should be the best teachers in the entire institution, but they should also have the outlook of observant personnel officers and should be set to keep education genuine, flexible, and individual for students capable of assuming responsibility. Students whose abilities entitled them to prepare for the University would be their especial charges.

It would be the further province of the college to sponsor the extra-curricular intellectual and social activities of the students, to build up the library, to bring in lecturers and fine entertainment, to develop dramatic interests, and in general to enrich the entire environment for every student as it seeks to do to-day for a few.

#### OPPORTUNITY FOR A NEW TYPE OF INSTITUTE

As thus outlined the combination of college and collegiate institute represents little more than a rational merger of forces to do better and more economically what is being done to-day. It should do much more than that.

The whole tendency at present in institutional education is to give the new structures now rapidly taking shape as combinations of high school and junior college, significance as community institutes or centers of general education both youthful and adult. Such a creation, while offering the best possible preparation for all departments of the university, is much more than a preparatory school; it is a genuine community college, with courses far outranging the university preparatory work, and touching the community in a dozen other ways, much as the college now reaches the City of Regina at large through the conservatory of music and its department of expression.

Technical and vocational courses such as are now given at the technical school are an essential part of the idea. The student of non-academic mind, instead of "fitting for college" and dropping out of an academic career after wasting two years of his time, should be recognized early in high school and should receive a unified high-school and junior-college course that is rich with simple, interesting, and useful materials—the background for a profitable, non-academic life. With suitable procedures, minds of many types can now be tested and recognized early, and can be guided into channels satisfactory both to them and to society. This is the business of the institute—a far more delicate, difficult, and responsible job of education than it has confronted heretofore in its more narrowly focused, college-preparatory role. It should have its own varied and complete curricula, its own testing and measuring procedures, and possibly its own degree. Its teachers would of course be university trained, and some of its products, possessing certain well-defined traits, would go on to the University. But these would usually be the ones who would least require its attention; its work of general social education and distribution would be much larger.

To contribute her substantial part to an outcome like that above described is, in the judgment of the Commission, the finest service that Regina College could at present render. An arrangement with the City and with the Provincial Department of

Education for exchange of services would have to be worked out. With such assets as the college possesses, that could certainly be done in a manner that would relieve it of its pressing financial problem and put it in a way to capitalize the things that it can do best, while leaving to the City and Province the chief burden of instruction for which taxation is most appropriate.

## THE MODERN CLEAVAGE IN HIGHER EDUCATION

THE educational forms of a new nation change and expand not only with the increase in population, but with the higher qualitative demands of increasing wealth, leisure, and national maturity. The institution that in Canada is called a "college" has developed out of what to-day would be regarded as a collegiate institute, and in the direction of what older nations have long termed a university. Under the settled and permanent conditions that obtain abroad the function of general education, of professional education, and of research tend to recur at about the same age levels from nation to nation. Our institutional evolution has been in the same direction. Both in Canada and in the United States the college has gradually dropped the high-school stage of general education, and has correspondingly concentrated its later years in the preliminaries of higher and professional education. This has led to an entirely new cleavage in the familiar forms. The bachelor's degree, as known throughout English-speaking North America, is now seen to divide true university education fairly in two. The four-year college course, which it now terminates, stands directly astride the transition between serious advanced study and the close of secondary or general education which is now passed along to it by the high school for completion.

This final fragment of secondary education has become increasingly alien to the college and the university. Clearly identified by the variety and elementary character of its subject matter, by the method and spirit of its activities, and by the numbers and mentality of those to whom it is addressed, this one- or two-year fragment has tended to break off from the college and become localized with earlier secondary education in a "junior" collegiate institution. There are now in Canada eleven such organizations, chiefly in the western provinces; in the United States there are 481 also located mainly in the West and Middle West.

The true nature of this development is frequently disguised by the fact already alluded to as characteristic in Saskatchewan: the junior college is still thought of, and still tends to regard itself, as an incomplete part of the University, located where needed for the sake of convenience. Its ambition is upward to a university degree, instead of outward to the community that it serves. To emphasize this intent the college makes a great effort to distinguish somehow between the instruction at the end of high school and at the beginning of the college in order to maintain "university" standards, although the subjects and methods are the same as before, and although, in the University, the young instructors who conduct first-year college work while on their way to the doctorate in philosophy are usually inferior as teachers and often in breadth and appropriateness of scholarship, to the experienced secondary masters just below them.

Another decade like the one that is past promises a complete change in the outlook of these junior colleges. A change of name would be of great help in making clear

their real purpose. In Canada, the term "collegiate institute" seems exceedingly appropriate; to extend by one year to full junior-college status those high schools that are now called institutes would probably be a sound step. The United States has in use no such convenient school-title to serve as compromise between college and high school. But under whatever name, unless every indication fails, these two-year institutions will cease to yearn upward so exclusively, and will become conscious of what is behind and around them. They will give thought to the enormous student losses that have attended their exclusive concentration on academic preparation for the university, and will come to view themselves as the community institutes of general civic and social training and culture which our present-day community life so sorely needs.

For those who can profit therefrom, such institutes will, of course, provide excellent preparation for all the advanced curricula offered at the university. When the unity of secondary education as a whole is once appreciated, it will be found possible to identify early the youth of abilities that demand university training, and to give him a curriculum that is flexible and individual as befits a responsible mind that can make use of such advanced education.

On the other hand, the service of the institute to the good, non-university type of student who now gets what he can in the early years of curricula constructed largely for prospective scholars, will be quite as important. Thorough orientation as a thoughtful citizen, the beginnings of an appreciation for music and art, a knowledge of profitable resources for the disposition of his free time, as well as such fundamental requirements as his future vocation may suggest—all these elements, many of which are lacking in the education we now provide, can be offered readily enough to this youth through a well-directed agency that focuses its attention on the varied education of the community as a whole.

Students of European education may recognize in the university-preparatory aspect of such an institute something equivalent to the English "secondary school," the German "higher school," or the French *lycée*. Such, of course, it is, but the other features that have been suggested imply a structure that could exist to-day only on fresh and much more democratic soil. Just as the Canadian university has sought to adjust the opportunities for high scholarship and skilled research to the best minds of the entire province, and to make its inquiries fruitful for the commonwealth as a whole, so an institute of the sort suggested should foster every form of general education suitable to the youth or adult, as well as the less expensive vocational training that must inevitably be localized. It might even give its own degree distinct from the professional and higher degrees of the university. The title of Associate in Arts has already been employed at this point and has much to commend it.

The effect of the prospective realignment on the university will help to clarify the contrast in function between these two institutions.

## - EFFECT OF THE COMING REALIGNMENT ON THE UNIVERSITY

The consistent evolution of such a policy as has just been described would separate the first two years from the University at Saskatoon and attach them to the local collegiate institutes as foreshadowed by the president of the University in his last (1931) report (page 6). The same idea is discussed with approval by the president of the University of Alberta in his report for 1932 (pages 50 ff.). A logical sequence to this would be the incorporation of the master's course with the remaining senior-college years into a three-year unit which would then constitute in name, as it does to-day in fact, the core of the true university, with two years additional for the research of scholars who achieve the doctorate. This three-year unit has already appeared in Manitoba and Alberta for honors students seeking the degree of B.A.—a group that appears to represent the coming level of first-rate university performance.

The effects chiefly to be noted in this readjustment are those which naturally follow when true aims in harmony with the facts are clearly reflected in administration:

1. Instead of a general institution for students with or without a purpose, where one may respectably stay for a variable period, the university under the new arrangement offers a series of clean-cut goals expressed, not in semester-hours or years, but usually in general, final examinations for scholarly or professional fitness: law, medicine, engineering, an art, a group of sciences or of social studies, or a foreign language and the national culture to which it belongs. The liberal arts furnish the core with professional training interwoven or closely associated.

2. Students enter the university after finishing their general education in the collegiate institute. They enter on a record that demonstrates their fitness to go forward with the particular aim which they have chosen. They confront the three- to five-year unit as a related whole instead of a mosaic of separate and unrelated courses that it often is to-day. Uncertainties are cleared up; a student is committed, not to the winning of a degree as a result of attending so many classes, but to a coherent scholarly or professional curriculum that is suited to his trained tastes and that leads definitely in the one direction in which he desires to proceed.

The two chief agencies of adolescent and higher education stand thus over against each other with aims and organization clearly defined. The institute (high school plus junior college), supervised by the Provincial Department of Education, which is responsible also for elementary education, represents general community education as a whole. It studies the young pupil and provides for him, according to his ability and effective interests, possibly courses preparing for the university; but in the majority of cases it offers studies of more immediate interest and value calculated to make of him an intelligent, coöperative, and useful citizen. It tests its pupils continually and in every important field in order to make sure that it has tapped each individual's utmost resources, and in order to guarantee that, when a pupil departs, the most suit-

able training possible for his peculiar requirements has been either given or mapped out for him.

The university, on the other hand, is erected to provide supplementary experience for those who are fitted to become intellectual leaders and explorers in useful learning, ancient or modern. Peculiar fitness is imperative, selection unavoidable; the one condition is that opportunity be kept available to youthful ability everywhere on equal terms.

Owing to the circumstances of our educational growth, these two wholly distinct functions of university and institute have frequently been confused and misinterpreted. Especially has the university function suffered because of the advent of a great number of students without purpose and without fitness who have taken advantage of an unselective organization to seize and cheapen its degrees by blurring and weakening its processes. All that such beneficiaries actually get from their university experience can be had much better and in shorter time from the enlarged establishment for general education that has been outlined under the name of "institute." Through their withdrawal the university becomes once more a homogeneous body working to a series of definite, intellectual ends through intellectual means that are appropriate and effective with minds capable of using them.

It should be noted further that this lengthening of the university unit from two years to three does not necessarily mean an increase in the age of its graduates. Students who are most capable of true university work are the relatively young minds in the present college and university populations. They would be still younger had the secondary schools given them the flexible opportunities for absorbing elementary knowledge that they deserved. The incorporation of the junior college with the high school, if skillfully administered, should save from one to two years for these students in their preparatory activities.

#### EVIDENCE OF COMING CHANGE IN AMERICAN AND CANADIAN INSTITUTIONS

Lest this attempted forecast of a redistribution of forces in higher education should appear to have no foundation in fact, it may be pointed out that, after abortive attempts at the Johns Hopkins and at Stanford Universities, the new program already entered upon at the University of Chicago provides precisely what has been described. The introduction of a searching, general examination fixed at the end of the sophomore year, but thrown open to anyone who can qualify, presages the breaking off of the junior-college years and their identification with secondary education, while the university proper is conceived as beginning at that point and extending in unitary fashion through the master's course to the doctorate. This tendency is indicated also in a wide movement through many institutions toward beginning intensive concentration of subjects with the third year and thus marking off the earlier period as general and preparatory.

In Canada, the same evolution is in progress in various forms. Junior colleges in Calgary and Victoria have repeated the experience in Saskatchewan. The situation in each case is potentially just as unstable, and for the same reason, namely, the lack of a clear definition of function as between the college and the university of which it now considers itself a part. The steady elevation of standards, especially for honors, at the universities of Toronto, Manitoba, and Alberta points in the same direction. Little by little, in one fashion or another, the secondary years are being left behind for integration with the earlier education of the same type below them.

Plans to be carried out within the year at Winnipeg conform to the suggested scheme with singular fidelity, although they had their origin in geographical rather than in educational considerations. Beginning in October, 1932, the two senior years and the graduate work at the University of Manitoba will be separately housed on the new Fort Garry site at some distance from the city. For honors students a course extending for three years from junior-college status is already required; it will doubtless in time become the main activity of this University as it has elsewhere. Meanwhile the junior years will be continued in the City of Winnipeg where they undoubtedly belong. If the tendency that is general elsewhere prevails, the administration will keep them there, correlate their work as intimately as possible with the local municipal high schools, and thus ultimately build up a unified institution for fully adequate secondary education.

These developments seem plainly to indicate that a junior college, so-called, is not an incomplete piece of a college or of a university administered locally for convenience. It is not "junior" to anything and is not a "college" at all. It is the dimly recognized culmination or capstone of a system of adequate secondary education, and, as such, should be incorporated into the educational life of the community. It is just as evident, furthermore, that the next two years leading to the present bachelor's degree—years that hitherto have filled the wistful visions of most junior colleges—are, when considered alone, only vestiges of an earlier day. They will shortly be left hanging in the air without meaning except as they are incorporated in the new liberal arts curriculum of a different institution with wholly different aims and outlook.

If this sketch of present educational tendencies in Canada is correct, the situation that the University of Saskatchewan has laid before this commission can scarcely escape analysis with the possibilities here outlined in view.